

2. Goals and Objectives



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For any plan and planning process to be successful, the public must be involved and vested in its development and goal setting process. This update of the 1993 Milwaukee Bike Plan began in April 2008 and there were numerous opportunities for the public to voice their concerns and opinions about biking in Milwaukee. This chapter provides a brief description of the public input during the planning process and then outlines the plan's goals and objectives, the general strategy proposed to reach those goals, and how the City can meet the needs of the broad spectrum of people who ride bicycles in Milwaukee.

Public Participation

There were numerous opportunities for public input on this plan throughout the multi-year planning process. These opportunities included small group meetings and presentations, two large public surveys, an open house, and a standing steering committee.

Steering Committee

A Bike Plan Update Steering Committee was formed to guide the planning process and offer regular input on the plan. The Steering Committee was comprised of city staff representing the Department of Public Works (DPW), the Department of City Development (DCD), the Office of Sustainability and the Common Council. Additional members were drawn from local bicycle clubs, bicycle businesses and interested citizens.

The Steering Committee met approximately once every two months from April 2008 to March 2010 to receive updates and offer input on the planning process.

Open Houses

An open house was held November 13, 2008, to present bicycle facilities to the public and to collect comments on bicycling in Milwaukee. Planning staff prepared large maps that showed existing bicycle facilities in the city and allowed citizens to comment on deficiencies in the bicycle network. Planning staff also prepared informational materials on bicycle facilities not in use in Milwaukee to demonstrate the types of facilities that could be recommended in the final plan. The open house had 71 registered attendees who offered wide ranging comments on biking in the city and their visions of what the plan, and the city, could be.

A second open house was held July 14, 2010, to present



Attendees at the open house had an opportunity to view maps and diagrams of potential facility improvements.

details of the Public Draft of *Milwaukee by Bike*. The open house presented the specific recommendations made in the plan as well as information about specific bicycle facilities including bicycle boulevards. There was also a presentation and question and answer session by city and Bike Fed staff. Approximately 50 people attended the session.

Charette

A charette was held May 27, 2009, to gather input on the programs, policies, goals and objectives of the bike plan. Attendees were encouraged to circulate through a series of stations staffed by planning staff and trained volunteers. Stations were designed to educate visitors on the element up for discussion and to record the visitors' opinions and feedback on either a survey or a map.

The charette had 22 registered attendees representing the Boys and Girls Club, Milwaukee County Transit System, Metro Wisconsin Off-Road Bicycle Association, the Bicycle Federation of Wisconsin, the Departments of Public Works and City Development, the Common Council, the Cream City Bike Club, the National Parks Service, Milwaukee County Parks and others.

2. Goals and Objectives

Public Presentations

In addition to the open house and the charette, presentations were given to a number of groups with strong interest in the Bike Plan. These presentations included:

- The Wheel and Sprocket Bike Expo, April 2009
- The Cream City Bicycle Club, April 2009
- The Cambridge Woods Neighborhood Association, May 2009
- The Bay View Bicycle Club, August 2009

The presentations outlined the goals of the Bike Plan as well as facilities and other proposals that may be included in the plan. The meetings allowed comments and suggestions from participants, as well as an opportunity to voice concerns about biking in Milwaukee.

Survey and Electronic Input

Throughout the planning process public input was solicited by electronic means including email, the internet and telephone. This allowed for broader participation from those who could not attend the public hearings or were not aware of them, and allowed for random selection of participants in the case of the phone survey.

In August 2008, the Department of Public Works and the Wisconsin Bicycle Federation sponsored the Milwaukee Survey of Bicyclist Attitudes and Behaviors. The survey was carried out over the phone by the Institute for Survey and Policy Research at the University of Wisconsin-Milwaukee and it gauged bicycling usage and the attitudes toward cycling within Milwaukee. The survey results are summarized in Appendix G: Current Usage and User Needs



Attendees at the open house looking at a description of planned and proposed bicycle facilities.

Assessment; the survey methodology is provided in Appendix H and recommendations for improving the survey should it be conducted again are offered in Appendix I.

An online survey was available from March 20 until October 26, 2008. The survey was open to anyone with internet access and had 689 participants. The online survey was wider ranging than the Milwaukee Survey of Bicyclist Attitudes and Behaviors and allowed respondents to offer more detailed responses to open-ended questions. Results of the survey are summarized in Appendix G.

A select group of citizens were emailed directly by the Milwaukee Bicycle and Pedestrian Coordinator for comments regarding barriers to cycling in the city. The responses ranged from specific physical barriers, such as pinch points under bridges or particularly high traffic corridors, to policy or social barriers such as personal safety concerns or lack of facilities. These comments were taken into consideration when developing specific plan recommendations.

Summary of Comments

Public input comments were wide ranging and included praise and support for what the city has already done and suggestions for improvements that the city should make. Specific themes repeatedly emerged throughout all of the public forums:

- Many residents, particularly older and younger ones and those with children, do not feel safe cycling on streets with even moderate levels of motor vehicle traffic.
- Strong support exists for the continued expansion of the bicycle lane network, and even stronger support exists for increasing the number of off-street paths and trails.
- Although often unfamiliar with the idea of bicycle boulevards, residents are supportive of them once the benefits of reduced motor vehicle traffic and reduced vehicle speeds are explained.
- Residents want to ride their bikes more, but barriers including perceptions of the safety of cycling in the city and the lack of access to nearby bicycle facilities prevent them from doing so.

Detailed results of surveys conducted for this plan are included in Appendix G.

2. Goals and Objectives

Overarching Goals for 2020

- Increase bicycle use so that five percent of all trips are made by bike.
- Create a network of bicycle facilities within one quarter (1/4) mile of all City residents that is attractive, safe and appropriate for people of all ages and abilities.
- Reduce the bicycle crash rate by 50% from current levels.

Achieving the Goals: Goals, Objectives and Policies

The 2010 Milwaukee Bike Plan begins with the idea that urban streets are for moving people and goods, not vehicles. Traffic engineering should start with the question of how an urban street can best serve the needs of the local land uses.

This policy builds on the existing foundations of local, regional, state and federal community sensitive design policies that are supportive of making cycling a regular fixture of communities throughout Wisconsin. These existing policies include a state mandate to double the number of bicycle trips by 2010, while reducing the number of crashes and a regional mandate to reduce barriers to bicycle travel, as well as existing local policies recognizing bicyclists as rightful users of the roadways. Further support for the inclusion and consideration of cyclists on all roadways comes from the State's passage of a 2009 "Complete Streets" policy.

The following chapters provide specific goals supported by objectives and policies designed to achieve those goals. The majority of the policies include specific

performance measures as well as references to other cities that have implemented best practices related to each policy. These examples from other cities across the United States are included as tangible measures that planners, decision makers and advocates can use to evaluate Milwaukee's progress toward becoming a world-class cycling city. These goals and objectives are found primarily in Chapters 3.

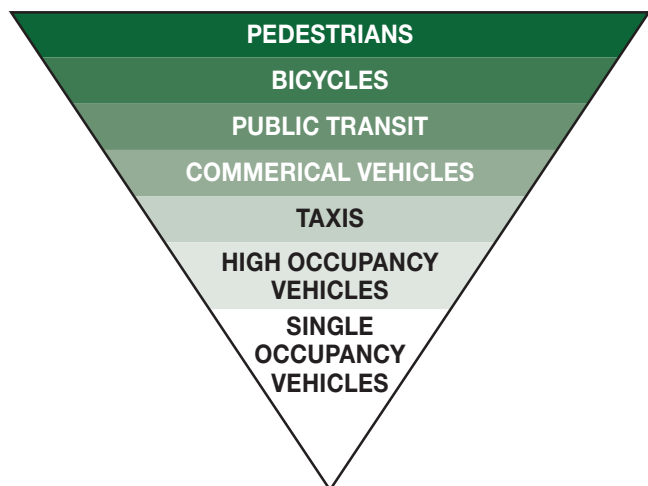
Addressing the Five Es

The goals of this plan take a "Five Es" approach to improving conditions for bicycling in Milwaukee. When any traffic issue is examined, the Five Es must be considered: *Engineering, Education, Encouragement, Enforcement and Evaluation*. It is not enough to simply paint bike lanes and build trails. In order to gain the full benefit of bicycle facilities, the city needs to encourage cycling and promote new facilities. People need to be educated about safe bicycling techniques and the laws related to cycling just as they are educated about the laws related to motor vehicles and pedestrians. Those laws then need to be enforced. Finally, bicycle use should be evaluated just as the city evaluates roads by counting cars, trucks and crashes. Although Milwaukee has made big strides with small but significant investments in the engineering and construction of bicycle facilities, very little has been invested in the other E's. In order to become a world-class cycling city, all of the E's must be addressed.

Engineering: Build an attractive, convenient and safe bikeways network

The city now has approximately 116 miles of traditional bicycle facilities such as bike trails, lanes and routes. Six years ago, the city of Milwaukee painted 35 miles of bike lanes on city streets, increasing the mileage of bike lanes in Milwaukee by almost 400%. Suddenly, after years of no growth in cycling, Census data showed dramatic increases in the number of people commuting to work by bike. This supports the idea that "if you build it, they will come."

It is important to note that this growth in cycling was stimulated by an improved, yet still very incomplete bike lane network. A person driving a car can expect to find a complete 450 mile network of paved major roads to any destination in the city. A person on a bicycle, however, has only 51 miles of bike lanes and there are major gaps in that network. Even with the city's plans



2. Goals and Objectives

to paint an additional 153 miles of bike lanes in coming years, the majority of major streets in Milwaukee will still not have bicycle accommodations.

Since most utilitarian trips by bike or motor vehicle have destinations on major streets, a core recommendation of this plan is for Milwaukee to build upon past success and continue adding bike lanes on major roads when they are resurfaced or reconstructed, the most economical time to do so. In this way the gaps in Milwaukee's bikeway network on major streets will gradually be filled in over time.

Bike lanes on major streets are the skeleton around which all great cycling cities are built, but bike lanes alone are not enough. During the public meetings to create this plan people repeatedly expressed their desire for bicycle facilities away from busy streets and traffic. Even a few experienced cyclists said they did not find bike lanes on arterial streets pleasant to use. Furthermore, parents asked for safe places to ride with their children. In most cases people asked for more off-street trails.

These comments mirror recent studies in other cities. There is a wide range of people who ride bikes, and only about 5 – 10% of them are comfortable riding in bike lanes on arterial streets. The majority of people who ride bikes prefer to be further separated from cars. However, in an older urban city like Milwaukee, there simply is not room to provide trails everywhere.

However, Milwaukee does have a vast 900 mile grid of residential side streets that should be ideal for cycling. This network of local streets can serve to get children to their friends' houses and to neighborhood parks. Quiet tree-lined residential streets with slow moving cars also make for enjoyable recreational rides for people of all ages and cycling abilities. Unfortunately, the majority of people still complain that traffic moves too fast on their streets and they do not feel safe letting their children ride bikes on them.

In order to accommodate this majority of cyclists and make bicycling attractive to the full range of people who ride bikes, this plan proposes some "non-traditional" bicycle facilities. This includes 54 miles of bicycle boulevards on traffic calmed side streets and pilot studies of raised bike lanes and cycle tracks. These new-to-Milwaukee facilities have proven popular and effective at promoting cycling in other cities where they have been implemented.



Water Street has a buffered bike lane that separates cyclist from motor vehicles.

The implementation of all these facilities will result in a bicycle network of close to 300 miles. This network will put 75% of Milwaukee's total geographic area within ¼ mile of an on-street bicycle facility (see Map 4). Furthermore, additional long-term bike parking will enhance transit connections and increase users' ability to use bicycles for the "last mile" of their trip.

The overarching bikeway network development goals of this plan include:

- Continued expansion of the bikeway network to improve bicycle access and safety and promote connectivity of key destinations.
- Provide bicycle lanes or other accommodations on almost every major street.
- Provide a supporting network of bikeways on quiet side streets such as signed bike routes and bicycle boulevards.
- Overall expansion of the city trails network.
- Use of innovative facilities and context sensitive solutions to add bikeways to the street network.
- Development of maintenance standards that maximize the performance and safety of the existing network.

2. Goals and Objectives

Education: Teach people the rules of the road and how to bicycle safely

Little formal education exists to teach people how to bicycle safely and inform them about bicycle facilities that they may not have encountered before. Education programs and materials should be available to Milwaukee residents to address these issues. The Bicycle Federation of Wisconsin, in cooperation with Milwaukee Public Schools and the Milwaukee Police Department created an excellent safe routes to school curriculum, but that program only reaches a few thousand students each year. If possible, the city could partner with Milwaukee Public Schools to expand that program to reach all MPS students as well as more of the growing private school population in Milwaukee.

Programs should also be available to teens and adults to teach them how to ride safely. Brochures and marketing campaigns can educate cyclists and motorists about how to use specific facilities and also teach them the rights and responsibilities of all road users.

Encouragement: Put a positive spin on getting around Milwaukee by bike

Implementing a SmartTrips style social marketing program to promote cycling has proven to increase bicycle use for transportation by 8 – 10% among the target audience in other cities. These programs go after the low hanging fruit of people interested in cycling more but are unsure of how to get started.

Milwaukee is a safe place to ride a bike, but not enough people perceive it that way. The city should establish a clear brand identity for its bicycling program that promotes Milwaukee as a fun and safe place to ride a bike. Highlights of marketing program recommendations include:



- Establishing a clear brand identity; several logo suggestions are provided for consideration.
- Using social networking technology to reach a broader audience and providing residents with up-to-date information on bicycling conditions and events.
- Providing quality bicycle-related publications to Milwaukee residents.
- Using traditional media outlets as suggested in the Milwaukee Bicycle Publicity Plan

Enforcement: Enforce violations of current laws that most threaten bicyclist safety

Expanding bicycle patrol units is a proven cost effective method of policing that has the side benefit of improving the enforcement of laws relating to cycling. These officers not only improve neighborhood policing, but their expertise in cycling yields increased and improved enforcement of violations by motorists and cyclists alike.

Each year the Milwaukee Police Department receives approximately \$4,000 in funding from the Wisconsin Department of Transportation Bureau of Transportation Safety to be used for strategic enforcement efforts targeting motorists and cyclists who violate laws relative to cycling. These efforts have proven to be very effective and should be expanded with additional funding from WisDOT BOTS.

In addition, Milwaukee would benefit from an increase in special training offered on a volunteer basis to police department staff. One to two bicycle enforcement training sessions should be offered each year. Officers who successfully complete the training should be eligible for overtime on bicycle enforcement campaigns.

Evaluation: Measure bicycling in Milwaukee

In order to understand how engineering, education, encouragement and enforcement efforts are impacting cycling in the city, it is critical that the city of Milwaukee regularly evaluate different aspects of cycling. This includes regularly counting cyclists to monitor changes in participation levels, and ensuring consistent crash reporting in order to monitor the safety of cycling in the city. These regular evaluation efforts should feed back into ongoing engineering, education, encouragement and enforcement efforts in order to improve their effectiveness.

2. Goals and Objectives

Funding: Bicyclists are a cheap date

Compared to facilities for motor vehicles, spending on bicycle infrastructure provides a lot of bang for the buck. The total cost of implementing the on-street facilities in this plan in 2010 is estimated at \$8.67 million. An additional \$2.60 million is needed for off-street paths and connections to those paths. Routine maintenance, education programs, marketing campaigns, enforcement efforts and other programs also have costs. As a comparison, in 2009 alone, the city of Milwaukee budgeted a little more than \$74 million for streets, alleys, sidewalks and bridges. To date, the total investment in bicycle infrastructure for the city of Milwaukee is about \$9.8 million, which includes grant monies. This plan recommends that Milwaukee set aside \$450,000 annually for bicycle-specific projects and maintenance, in the same way that Milwaukee budgets for Major Streets, Local Roads and other transportation programs. These funds will be used to match grants when needed, construct new bicycle facilities, print the bike map, initiate encouragement and education programs, and maintain existing bicycle infrastructure.

Dedicated funding sources for a City bicycle program are increasingly common around the country. A few examples are listed below for comparison purposes:

- Seattle, WA (pop. 582,174): \$23.3 million annually
- Boulder, CO (pop. 293,161): \$4.5 million annually
- Minneapolis, MN (pop. 377,342): \$4 million annually
- Scottsdale, AZ (pop. 244,000): \$9.8 million annually
- Bloomington, IN (pop. 70,000): \$550,000 annually

Keep Rolling Forward

This plan lays out aggressive goals, objectives and policies for improving bicycling in Milwaukee through education, engineering, enforcement, encouragement and evaluation. As these goals are achieved, it is critical that the city continue to evaluate its state of cycling, add new goals and targets as appropriate, and continue to plan aggressively for cycling. Because numerous variables impact transportation planning, this plan should be updated every five years. Consistently updating *Milwaukee by Bike* will ensure that the city is utilizing the current best practices from around the world and will allow for a simpler, less expensive and less time consuming process than this complete rewrite of the 1993 plan.

Building on the city's assets and investments made to date will ensure that cycling conditions continue to improve to the point where Milwaukee truly becomes a world-class cycling city. Implementation of this plan's recommendations will make cycling a more attractive, practical and enjoyable form of recreation and transportation for a wider range of city residents.